

# THE COMPASS

JOURNAL OF THE AMERICAN ASSOCIATION OF SOCIAL WORKERS



*Vocational Service for Social Work*

*Professional Education*

GENERIC VERSUS SPECIFIC  
UNDERGRADUATE PREPARATION

*Are Social Workers Migrants?*

*Union-Agency Arbitration Case*

## Within the Family

One of the prosaic but fundamental jobs in an association like ours is keeping the membership growing—numerically. Since 1945 the membership of the Association has been growing at the rate of about 500 a year. This has meant that an increasing proportion of practicing social workers have shared in the Association's job of improving the quality of social services and advancing public understanding of the social work profession. It has meant also a more adequate financial base for the projects being carried out by the Association.

The membership of the Association has continued to grow up through the first eight months of this year, but not at the rate of the past two years. Full memberships are up only slightly, junior memberships are down slightly, while student memberships have gone ahead to a new high. The over-all record is satisfactory. But the slowing down of the rate of growth is something to note early so that the momentum gained over the last three years, and which has resulted in substantial expansion in program, is not lost.

This is not a suggestion that chapters break out with campaigns and drives to herd every eligible worker into the membership, though these may have their place. It is a suggestion that individual members give thought to their own responsibility for discussing the meaning of Association membership with co-workers and helping in the process of formal application.

After all, the Association will grow as the field of social work grows as long as it gives to practitioners an effective instrument for working towards the objectives which they hold in common. The best long-range membership promotion is better program.

But the job of informing eligible practitioners as to why and how to apply for membership cannot be simply neglected. Nor can it be adequately carried out by appointment of a committee. It is one of the jobs which falls to every member who has completed his period of orientation to the Association and is ready to accept both the responsibilities and privileges of membership.

## CONTENTS

	PAGE
Vocational Service for Social Work.....	3
JOE R. HOFFER	
A Problem in Professional Education.....	7
GRACE F. MARCUS	
Undergraduate Preparation for Graduate Work .....	12
RALPH CARR FLETCHER AND J. CURTIS OSBORN	
Are Social Workers Migrants?.....	17
LUDWIG A. GRANCE	
Arbitrator's Award in Union-Agency Case... ..	21
Compass Exchange.....	28
As Reported.....	29

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# Toward a Progressive Vocational Service for Social Work\*

Joe R. Hoffer

This is the first of a series of three articles on a progressive vocational service for social work.

Mr. Hoffer was appointed Executive Director of the Social Work Vocational Bureau in June, and has been studying its program looking towards ways and means of strengthening its service to practitioners and agencies. He is continuing to serve as a consultant on the staff of the national AASW, giving special attention to personnel problems in social work.

VOCATIONAL placement service is one of the oldest institutions in social work.

Since 1912, when a special division of the Intercollegiate Bureau of Occupations was organized to handle positions for social workers in social agencies, the service has had a rocky existence, first in structure and sponsorship of an organization and, secondly in securing sufficient funds to maintain an effective service.

The major problems faced by the Social Work Vocational Bureau today are almost identical with those faced by the Bureau's predecessors—the National Social Workers' Exchange, the AASW, and the Joint Vocational Service. These problems include: inability to provide an adequate national service with field representatives or branch offices; insufficient staff to provide adequate service to members; limitation to the social casework field; and inability or unwillingness on the part of the profession to define clearly the kind of service it wants and the kind of service it is able and willing to pay for. Basic to all these problems has been the inadequate financing which has prevented the achievement of the original goals and objectives.

The proper utilization of existing social work personnel has now been recognized as a major concern of the entire profession. Like any service involving professional stakes, it calls for more effort and expenditure than appear on the surface. Well conducted and intensive placement is not a commercially profitable enterprise. It takes professional understanding to recognize this fact and professional conviction to obtain

\*The material for this article was secured primarily from a paper presented at the annual meeting of the Social Work Vocational Bureau held June 26, 1947 by Frank J. Hertel, General Director, Family Service Association of America and member of the Board of Directors, SWVB.

the funds essential to establishing placement services that will meet good standards.

The problem of vocational service for social workers affects almost all social agencies and all social workers. Agencies wish to employ social workers; social workers wish to be employed by agencies. Both are concerned that there should be some effective machinery by which the agency wanting a worker and the worker wanting a job may be put in touch with each other. Because of the lack of adequate financing for its program of counseling and intensive placement, the Social Work Vocational Bureau has determined to face its limitations squarely and seek to determine *now* what the future program of the Bureau should be in the light of past and current developments as they pertain both to the Bureau per se and to the efforts of other private and public groups.

## HISTORICAL DEVELOPMENT OF SOCIAL WORK VOCATIONAL BUREAU<sup>1</sup>

Since many of the problems of the Social Work Vocational Bureau are inherited or are inherent in the very nature of providing personnel services in a professional field, it is important that the reader have some knowledge of the historical development of the Bureau.

The present program had its roots in older organizations. The Intercollegiate Bureau of Occupations was organized in New York in 1911 principally to serve college women. In 1912 a special division of this service, open to both men and women, was organized to handle exclusively positions for social workers in social agencies. As the movement for training in social work gained way, the volume of work grew. In 1917 this department became a

<sup>1</sup> Adapted in part from *Vocational Service for Social Workers*, Special Study Committee, Joint Vocational Service, August, 1938.



separate organization known as the National Social Workers' Exchange and avowedly national in scope. At first the policy of charging fees to those placed was continued. In 1919, however, partly because there was feeling against charging fees to those going into any form of war or post-war service and partly because of the growing acceptance of the principle that employment service was a proper charge on the general public rather than on the person placed, the National Social Workers' Exchange discontinued fee-charging and became a membership organization.

The next few years brought an increasing emphasis on raising standards of training and qualifications for social work personnel and also an expanding interest in the broader professional aspects of social work. As a result, in 1921 the membership body of the National Social Workers' Exchange became the American Association of Social Workers. The latter kept as part of its program the vocational and placement work previously carried on by the Exchange.

Early in the life of the AASW it was apparent that there was a strong feeling in favor of self-support, that is, support from the professional membership alone. Inevitably the membership had to face the problem of an expanding program and the probability of decreasing income under the self-support policy. It was found that self-support could not be maintained if the vocational bureau remained wholly a charge upon the Association. At the annual meeting of the Association in July, 1925 it was voted to take the necessary steps to transfer the vocational bureau not later than January 1, 1927 to other auspices under conditions that would safeguard the interests of professional social workers during the final year of operation under the AASW. The vocational bureau again went on a fee-charging basis for placement.

The new organization, the Joint Vocational Service, Inc., beginning its operations in 1927, planned its financial policy on the basis that vocational and employment service was a proper charge on the community. But since JVS was not a tax-supported agency, this could not be spread evenly over the community. In practice the cost of operation was divided so far as possible among the group served. Income was received from: (1) fees from candidates placed, (2) service subscriptions and contributions from social agencies, (3) grants and contributions

from others in the community with a stake in social welfare. This last was chiefly Foundation grants.

The direction of the program was vested in a Board of 28 persons representing 15 national social and health organizations together with six members-at-large. The American Association of Social Workers appointed eight members of the Board and each of the following organizations was represented by one member: the American Association of Medical Social Workers, the American Association of Psychiatric Social Workers, the American Association of Schools of Social Work, the American Public Health Association, the American Welfare Association, the American Red Cross, the Child Welfare League of America, the Community Chests and Councils, the Family Welfare Association of America, the National Catholic Welfare Conference, the National Committee for Mental Hygiene, the National Conference of Catholic Charities, the National Conference on Jewish Social Service, and the National Tuberculosis Association.

The JVS made steady progress towards individualized placements and the improvement of vocational records through 1930. The year 1931 marked the beginning of urgent requests for service from unemployment relief agencies. From then through 1935 the organization concentrated chiefly on expanding its registration of candidates and routing vocational histories in large numbers to the various state unemployment administrations. With the enactment of the social security legislation, JVS found itself increasing its service of furnishing vocational records to public welfare agencies and civil service commissions with little chance for making placements in the technical sense or of collecting fees.

In addition to this enlarged demand for more vocational records for consultation purposes, the rapid and far-reaching shifts in the social work field and the increased reliance on professional training stimulated many social workers to seek vocational counsel. More and more emphasis in the service of JVS was placed upon vocational counseling and the collection and use of counseling information.

The JVS had been formed by a consolidation of the former vocational bureau of the American Association of Social Workers and the former vocational service of the National Organization



for Public Health Nursing. The purposes stated in the charter were: "To serve nurses, social workers, social and health organizations and other individuals and groups through giving of advice and placement and other personnel service in the fields of public health nursing and social work." After careful study by the National Organization for Public Health Nursing, it was agreed to transfer the public health nursing division of JVS to the Nurse Placement Service in Chicago, a national placement service under professional auspices which had formerly served chiefly the institutional field. This transfer became effective as of July 1, 1938, leaving Joint Vocational Service as a non-profit making, fee charging agency for social workers.

In 1940 the Social Work Vocational Bureau was organized to replace the JVS. The function of the Bureau is described in its By-Laws, as revised June 22, 1944, as follows: "To promote by any and all lawful means the improvement, extension and development of standards and practices of social work vocational and personnel services and the development and vocational guidance of qualified personnel for charitable agencies, organizations and institutions."

#### PRESENT PROGRAM OF THE BUREAU

The Social Work Vocational Bureau has been in existence six and a half years. During this time the Bureau has provided counseling and selective placement service to the casework field. The Bureau maintains records describing the general structure and program of the member agencies, their personnel requirements, staff development opportunities and personnel practices. This information enables each agency to present its program and offers candidates a better basis for considering job opportunities. The Bureau also has available limited information on personnel trends based on its experience and records.

The Bureau maintains a central file for its members where their personal histories and references are assembled and kept up to date and made available to employing agencies. This service saves the time of workers and of agencies and insures availability of references from former employers who can no longer be reached. Placements are restricted to the following types of agencies: family and child welfare, medical and psychiatric social work, youth

counseling, day care for children, probation and parole, Councils and Federations, schools of social work, and other organizations where casework personnel is employed.

At present the Social Work Vocational Bureau selects on an intensive basis, reviewing the active candidate file for candidates for a specific job opening. Selection is made after careful study of the program of the agency, requirements for the specific job, and the experience and references of the candidate. Among the candidates who meet the requirements, three or four best qualified are selected and their professional histories mailed to the agency seeking personnel.

Both agencies and individuals are given counseling at their request, either by mail or interview. Questions on which agencies seek guidance include salary trends, accepted personnel practices, job analysis, usual qualifications sought by agencies for such openings as director of casework, supervisor, executives, etc. etc.

Candidates ask such questions as: For what type of position am I now ready? Since my long-term goal is to be the executive of a children's institution, how can I reach this goal? What types of experience would be most helpful? On the basis of my experience and references, will agencies now consider me for a supervisory position?

During the six and one half years of its operation, the Social Work Vocational Bureau has tried valiantly to serve the casework field against great odds. Each year has shown an increase in total membership. The number of agencies has grown from 193 in 1941 to 658 on June 30, 1947. Since 1945 there has, however, been a sharp leveling off in its agency membership. The number of individual members has increased slowly—1,272 in 1941 to 2,417 on June 30, 1947. The number of placements has also increased in each fiscal year of the Bureau's operation, from 284 placements and assisted placements in the year ending June 30, 1941 to 718 for the year ending June 30, 1947.

Because Foundations have not been a fruitful source of support and it has been difficult to obtain the financial support of public agencies, the Bureau has had to operate on a very restricted annual budget of less than \$45,000 in the face of ever increasing demands from agencies needing workers. This has been fur-



ther aggravated by the fact that the Bureau has had operating deficits for the past two fiscal years.

Even though adequate financing were provided, a placement service labors under the handicap of not being able to make to order the worker wanted by the agency or the job wanted by the applicant. There is in addition the baffling problem of measuring the assets of the worker and evaluating the job of the agency. The answer to these familiar xyz's in the job-worker equation will be found gradually only if placement can be kept under some professional control. These conditions have led to many dissatisfactions about the services offered by the Bureau. Again as with the problems faced by the Bureau, these dissatisfactions are quite similar to those which were expressed in earlier years before the Bureau was established.

One significant fact stands out, however, in all the previous studies made of vocational services to social workers: that providing counseling and selective placement service in an expensive undertaking, and it is difficult or impossible to finance through the present membership fees and limited contributions. It has become apparent that there is an urgent need at this time for still another examination of the whole problem of vocational service for social workers as a basis for sound future planning. There is no doubt that there is a close relationship between the operation of a vocational service for social workers and the whole development of the profession of social work. The problem is one that concerns all professional social workers.

## A PLAN OF ACTION

There is general agreement on the need for a national vocational service for social workers but there are some real questions whether the field of social work wants and will support a national counseling and selective placement program.

Early in the consideration of the need for a national vocational service, the Planning Committee for a Social Work Vocational Bureau concluded:<sup>2</sup>

1. That the national casework organizations represented on this Planning Committee considered the development of adequate personnel as the most vital part of their program.

<sup>2</sup> Preliminary Report of the Planning Committee for a Social Work Vocational Bureau, December 1939.

2. That although these organizations differ in organizational set-up, methods of operation, etc., they have a common responsibility for the protection and development of personnel through reliable placement.

3. That unless a new national personnel service could be formed, each national agency would find itself competing with others in placement services. Chaos would result.

4. That personnel service should be organized jointly on a national basis. This conviction was based on the following needs:

- a. Financial economy inherent in joint as distinguished from competitive national or regional services.
- b. Development of higher universal personnel standards throughout social casework.
- c. Interchange of personnel between casework fields.
- d. Interchange of personnel between all parts of the country.
- e. Satisfying the needs of less developed geographical areas which would be injured rather than helped either by regional placement agencies inevitably confined to centers of wealth and population or by a complete return to competitive selection.
- f. Making available to the field personnel data on trends in job opportunities and requirements, personnel practices, and salary standards.

The above considerations were important in 1939 as a basis for the organization of the present Social Work Vocational Bureau. These same considerations are equally important today. While other areas of social work do not report as urgent a need for counseling and selective placement service to their fields, nevertheless there is a growing feeling that the same considerations listed above apply equally to such fields as recreation and informal education, community organization, administration, and research.

The Social Work Vocation Bureau therefore has embarked on a special assignment for this coming year—an examination of current trends in social work which have special significance for a voluntary placement service and the

(Continued on page 27)



# THE GENERIC VERSUS THE SPECIFIC:

## *A Problem in Professional Education\**

Grace F. Marcus

For many years Grace Marcus has been looked to for her contributions to the task of sorting out the elements that go into social work practice and organizing them into a professional body of knowledge. In this paper, originally presented at the annual meeting of the New York City Chapter, she turns her attention to the problem of combining in proper proportion generic and specific knowledge and skill in training for social work.

Miss Marcus is on the faculty of the University of Pittsburgh School of Applied Social Sciences, but has made it clear that she does not speak in this paper as a representative of the school. She is well known to COMPASS readers as a former member of the national AASW staff.

WE are again in the process of re-examining, re-sorting, and re-organizing professional education for social work. It is not a simple enterprise. For all the vision and energy our predecessors put into the development of practice and education, they had no access to the specialized knowledge that only recently enabled us, in our generation, to penetrate the problems in human behavior and relationships with which social workers must be prepared to deal in each and every aspect of their activities. In the last 15 or 20 years we have been using this new knowledge to create more conscious and reliable skills in various areas of performance. In each instance the effect has been transforming.

But the process of professionalizing social work is not something we can order according to a systematic master-plan: by its very nature professionalization proceeds slowly and unevenly. Professional growth upsets existing balances. It calls for changes in the structure, operation, and community relationships of agencies. This process can go off the track unless we stop to catch up with ourselves. We have to mend our fences, correct our perspectives, and reorganize our forces.

Apart from the need any profession has to re-create its education, ours has the task of identifying the essential parts of social work and finding out how they tie in with a growing whole. This is why we must so often pause and pull together what we have into some kind of pattern. We

cannot expect and should not want any pattern we make to have permanence. The needs for social work are increasing and changing. As we set ourselves to meet them, we encounter new gaps in our knowledge, defects in our relationships, and obstacles in our organized structure. Nevertheless we need to see whether we can improve our present pattern, for our business is to keep abreast of the best we know and see that it becomes part of the working equipment professional education is designed to give us.

For practical purposes we break professional equipment down into certain components: philosophy, knowledge, and skill. In reality they cannot safely be separated from one another. The values of a professional philosophy, of professional knowledge, of professional skill depend on their fusion with one another in the acts of performance.

### A PROFESSIONAL PHILOSOPHY

When we speak of a professional philosophy, we are thinking of philosophy in a sense quite different from loose, popular usage. We can begin quite properly and end quite properly by saying that *this philosophy must be founded in clear and unshakeable convictions about the dignity and value of the human being in his personal and social relationships*. But right as this sentiment is, to make it serve us in furnishing clear directions we must found it on something more tangible than faith.

A professional philosophy must square with the findings of the biological and social sciences and must be related in its values to expanding knowledge of the human being and his environ-

\* Paper read at the Annual Meeting of the New York City Chapter Chapter, AASW, June 17, 1947.



ment. The difference between a professional philosophy and more nebulous personal "philosophies" is that a professional philosophy must have in it a reasoned firmness. A professional philosophy must be able to stand up against the peculiar confusions and conflicts which social workers meet in working with problematical human beings in their problematical living in a problematical society. We must be prepared to grapple with the deeper issues of our time as they will confront us in social work: how, for example, are we to find a balance between the pursuit of social security and the protection of the individual's right to be at once free and responsible?

We cannot beg or borrow a professional philosophy; we have to grow it out of knowledge and experience as well as faith, and grow it not for ornament or momentary inspiration but for good, hard use. None of you, I am sure, would let any professional social worker be excused from making part of himself the durable purposes and values that determine the ends he serves all through his operation.

## PROFESSIONAL KNOWLEDGE

We come now to the second component, professional knowledge. We would all agree that in what they do professional social workers must be guided by reliable knowledge. We must know the human being and his needs. We must understand the problems in himself and in his social living that affect his capacity to meet these needs. The tantalizing question is how we are to go about this business of knowing what we should know. How can we even find out what we should know?

**Borrowed Knowledge.** I won't fatigue you with an exhaustive list of subject matters: we can begin with medical and psychiatric information; proceed with economics, political science, anthropology, and sociology; and we can go on to all the others you think of until we find that we are asking professional education and the brain of the individual social worker to carry an unlimited academic freight—a freight so heavy that we would be buried under the problem of its use.

Luckily for us, schools of social work are not so numerous and not so well-endowed as to make it possible for them to set up curricula embrac-

ing this wholesale scope. We are held by a quite evident need for economy to selecting knowledge for our particular, direct use. That means knowledge we must incorporate into professional doing to make that doing accord with the real nature of the problem, to direct that doing by responsible judgments, and to control it with a conscious discipline. Our problem in determining what knowledge we need, in getting hold of it or organizing it is a perplexing one.

It is important for all of us to be aware that the search for knowledge has its pitfalls. We are not seeking knowledge for its own sake but for application. We have recognized that locating the knowledge is only the beginning of the business of using it to good purpose—the better understanding of the needs social work has undertaken to supply and of appropriate methods for filling them.

But we can forget that our responsibility in using knowledge from other sources is to find its application in our own jobs. For example, there can be no doubt that we owe our discovery of a professional dynamic to knowledge gained from psychoanalysis and psychiatry, and gained not entirely through schools of social work but through the initiative and at the private expense of individual social workers. This gain has been worth the trouble that it cost them and the problem it is causing us. But in our excitement over the gain, we have not looked at the problem soberly nor mobilized ourselves to deal with it on a professional level.

Our original and entirely sensible mission with psychoanalysis and psychiatry was to get from them illumination about human motivations and behavior—mysteries that had eluded us. We wanted this illumination in order to develop more reliable skills of our own in performing very different jobs in very different relationships within very different settings from those in which psychoanalysts and psychiatrists work. Many of us got lost on this mission into a fascinating territory, some in one spot, some in another.

As a result in the practice of social case work we are not agreed whether it is social case work skill we are taking responsibility for developing or another form of psychiatry, and whether we should go to a psychoanalyst as well as to a school of social work to learn how to do social



case work. Nor are social case workers the only social workers who may be diverted from the task of applying knowledge from another field by the temptation to take up residence there. Social group work faces a similar temptation in the allurements of group therapy, and social work administration and community organization become involved since they must determine what they will organize and offer to the public as social work services.

To add to these confusions about the use of our psychoanalytical and psychiatric spoils, some of us social case workers borrowed for our own a psychoanalytical quarrel, and partly, I am sure, because it was off of our base, our conduct in this controversy has had many of the characteristics of a religious war.

Now psychoanalysis and psychiatry are not the only disciplines with which we can get into trouble. It is notorious that experts disagree and authorities differ. There are similar orthodoxies and schisms in the field of economics, in political science, and in every other discipline and profession we might have reason to consult, and undoubtedly they will offer their provocation to us to forget what we go to them for—understanding for our own use, the strength to do our own jobs better.

This whole business of faring forth to establish a sound core of professional knowledge is ticklish. We cannot afford to harbor any prejudices or superstitions or to pursue mistaken directions out of sheer ignorance. I have a great deal of feeling about this for it was my own economic innocence that led my earlier theory of relief-giving straight back to the pit out of which I thought I was successfully climbing. There can be no question of our need in social work to consult the data and conclusions of other disciplines concerned with the personal and social functioning of the human being.

We would not wish, for instance, to miss the anthropologist's caution against accepting as essential in human nature the behavior and relationships that are instead unavoidable reactions to the forms and influences of a particular culture. No one who has worked in the public welfare structure could fail to realize that we carry prejudices and fears into that setting of a gravely handicapping kind. We need more than a faith in democracy to find a way working responsibly

within government. If political philosophy, political science and administrative law have any orientations to give us, no effort of ours should be spared to get hold of them.

Probably as the social sciences develop and undergraduate preparation in them is strengthened, we shall be relieved of some of our present difficulty. There is no reason to suppose, however, that we can ever be free of a continuing responsibility for identifying our ignorances, finding the wherewithal to correct them, and gradually strengthening the central core of professional knowledge in which all that we do must be rooted. *I believe that we can meet this responsibility only if we respect the essential purposes and values of our jobs as social work jobs*, and if we discipline ourselves to a steady focus on the problem of performing them more effectively and reliably. That is the problem we as social workers are ethically bound to concentrate on: no one else will take it off our hands and no one can solve it except us who work in its midst.

**Knowledge Derived from Practice.** There is another attack to be made on this problem of identifying and organizing the professional knowledge we need for our common use. To make the attack profitable, the partnership between professional practice and professional education must be particularly active and close. Individually and collectively we have gone forth on the highways and byways for information and ideas that would help us to understand the people we serve, the needs our services are expected to meet.

I have talked of professional knowledge as if it were all raw materials imported from outside social work and bound to stay raw. Yet we have been doing something with these raw materials. It must be time for us to examine what we have taken for our social work uses and what we have done with it. In short, we owe ourselves an accounting. I know no other way of discovering what it is we have picked up in our formal or informal excursions, how this information stacks up in the reliability of its sources, what inconsistencies we shall find in our interpretations and use of it.

For example, if we have created a psychology of social case work or a psychology of social group work out of our experience—and in parts



of practice I believe we have—we cannot begin to be accountable for the psychology of either until we pin it down, organize it and expose it to critical comparison and review. We should be asking a similar question about where we stand in our use of economic materials. What are positions on the great variety of economic issues in the very heart of social work practice? I cite only a few that immediately occur to me: the relations between assistance standards and cost-of-living standards; that old bogey, the responsibility of relatives for support; the complex issues in eligibility for medical care.

Our discovery of what further knowledge we need should be supported by this process of sorting out the facts and the concepts already in social work use. You would be right, I am sure, in thinking that many of our findings would be strange, discordant, and patchy. *But one part of our problem in social work practice and education is that we don't know what we know*—a state of affairs that may be no less embarrassing than not knowing anything.

## PROFESSIONAL SKILL

I have been talking about a social work philosophy and a core of social work knowledge without labelling them as generic. When we come to the skills that make professional performance we run headlong into a difficulty with the terms “generic” and “specific.” The words have been so battered by rough usage that they have no assured values in professional exchange. They seem also to have been affected by an inflationary-deflationary seesaw of their own: for some time the meaning of the generic has swollen and the value attached to the specific has shrunk. I confess that I do not understand what is tipping the seesaw.

**Generic and Specific.** When we talk to the generic, I would think we were referring to the common elements of knowledge and skill that we can distill from the tests of experience. By “generic” I would mean that general theoretical understanding with which we should be equipped to tackle freely and judiciously the always particular problems of performing in our jobs. When we talk of the specific, I would think we were referring to the informed, conscious, responsible skills with which we carry out the particular professional job—in the different

functions of social case work and of social group work, in supervision, in administration, in community organization or intergroup work, in social research.

I would think that both the generic of theory and the specifics of practice would have to be valued equally in our professional scale. We would have to be as concerned about the doing as about the knowing for we cannot afford knowers who cannot do and doers who know not what they are doing or why.

Something has depreciated the specifics of skill to a status that is minor if not scarcely respectable. I cannot help but protest loudly against this for I believe that our most valuable knowledge must be crystallized out of our experience in specific settings, and that we can lick our problems in performing only as we confront them where they are to be so unmistakably found—in rendering services in actual agency settings.

Moreover I do not see education preparing us adequately for practice if it refuses to take seriously the particular problems of carrying through particular services in specific settings. Nor do I see how development of the generic can advance except as we test it out in meeting the demands of the various specific services.

I would not have you conclude that I am refusing to recognize that there is or should be something common or generic about a skill or art of performance in social work no matter where it is practiced. We have gone far enough in the development of such skills as social case work, social group work and supervision and used them in enough different services to have established the existence of common elements.

But the specific service in the specific agency presents us with the necessity for finding out how our present generic knowledge and skill can be used effectively to fulfill the particular purpose. Each social service has its own distinctive problems in delivering the goods or the counsel it has to offer; in making sure that they are right in kind and quality for the need to be met; in creating the conditions under which they can best be sought and obtained; and in developing methods that will enable people in need of them to use them well.



**Dangers in Slighting the Specific.** An emphasis on the professional generic that slights the professional specifics is troubling on a number of scores. It threatens us with evasion of the problem of finding out what we must invest in developing skills in different services to make those services effective for the practical purposes that move clients to apply for them.

There is also the danger that the generic become static for lack of the severe testing it should be undergoing of its relevancy to the demands put upon professional workers in actual jobs in different settings.

There is still further danger that general purposes and skills will be superimposed on practice in agencies, preventing the exploration of the particular practical purposes the agency is expected to be serving and retarding the discovery of the particular ways and means whereby those purposes can be brought to professional realization.

I would cite as an instance of this tendency to slight the specific the persisting lag of our interest in public assistance, a lag that is serious not only for the development of public assistance service but for our mastery of fundamental problems in operating any social work service in any part of the governmental structure. For example, as a group we have not come to grips with the professional problems in using defined requirements, standards and policies in public assistance, nor have we generally comprehended that the introduction of professional skills into the public assistance agency involves something other than the transplanting into its rocky precincts of skills in the forms developed under the private agency auspice. We are still overlooking many of the exciting potentialities for creating a professional service in public assistance out of the stubborn ingredients peculiar to the public assistance setting. We are not making adequate headway in developing administrative supervision as an advanced form of supervisory skill, and we are not winning the greater command we so sorely need over the problems and processes of policy-making.

I cannot help but think that one factor in all of this has been our disappointment because public assistance has proved unresponsive to "generic" skills as elsewhere developed. I be-

lieve that we have not seen with sufficient clarity that public assistance has offered us a testing ground not only for any social work operation under governmental auspices but for the generic philosophy, knowledge and skills that in such large part we created under the different private agency auspice. Our relative neglect of the challenge public assistance presents as a test of the soundness of concepts and skills has so far resulted in considerable loss of the opportunity to become aware of undetected biases in our attitudes about money, about financial dependency and its meanings, and about the functions and responsibilities of social work in government itself.

## CONCLUSION

I am ending this paper with a plea for more recognition of our responsibility for developing specific skills in the rendering of specific services, but before I stop I want to note that the field work instruction which is so important a part of professional education is the means by which specific skills are learned and self-discipline acquired. Depreciation of the specific may affect our attitudes toward field work instruction. The scarcity of resources for field work instruction constitutes a bottleneck in any program for increasing professional education. It is tempting to reduce the role of supervised field work in the total scheme for this very reason.

But we must first consider another set of consequences. Professional practice requires of the social worker complicated and deep changes from lay ways of thinking, feeling and acting. The process of change may be started in the classroom but it must be worked out in actual performance under professional supervision. We need all the self-discipline we can develop to meet our hard responsibilities. We are a young profession and it is our lot to work with the results of the unsolved problems and profound conflicts in a fear-tormented society. The road ahead takes us into an unpredictable struggle in which we need to be armed against fear and hatred, in ourselves as well as in others, as we've never been armed before.

If we value the individual, let us hold fast to the value of our own professional selves and not surrender what we need to become disciplined in their use.



# UNDERGRADUATE PREPARATION FOR GRADUATE WORK

## *A study of undergraduate preparation in the social sciences as related to graduate social work training<sup>1</sup>*

Ralph Carr Fletcher and  
J. Curtis Osborn

To what extent is the general requirement of a social science background being met by students admitted to schools of social work?

What kind of social science courses should be included in the pre-social work curriculum and in what proportion?

How does the work of students with a good social science background compare with that of students lacking this background?

These are some of the questions which Dr. Fletcher and Mr. Osborn discuss in this report. The data used were collected by Mr. Osborn in the course of writing a thesis for the masters degree at the University of Michigan. The careful tabulation of detailed information from the graduate and undergraduate records of 196 students, the running of correlation coefficients on a number of variables, and the thoughtful analysis of the data obtained furnish a fresh approach to an important problem in social work education.

GRADUATE professional training in social work may be characterized both by its comparative newness as an academic venture and by its persistent and rapid growth. Most of its history can be compressed within the last twenty-five years and many of the larger and well established schools are less than fifteen years old.

As might be expected under such conditions there is considerable variation among the schools with regard to curriculum content, teaching procedure, admission criteria, and the degree of emphasis with regard to ultimate objectives. Some of this variation is wholesome, permitting experimentation and growth. However if the range of variation is too great it presents decided obstacles to such professional problems as job classification, registration and licensing of social workers, and maintaining and improving professional standards of employment.

The efforts of the American Association of Schools of Social Work, together with those of the various professional associations, have done much to encourage the development of uniform standards and objectives in social work training. However, the fact that much of the

development of graduate training for social workers has taken place during the depression and war years has put the schools in the position of trying to meet an unusually large demand for personnel and has handicapped them in the overall planning to improve the quality of instruction. This is particularly true when the schools are face to face with the important problem of whom to admit as graduate students in social work.

In spite of the comparative unsettledness of social work training in the past, certain aspects have become crystalized, at least in principle. It is generally accepted that the training of professional workers should emphasize the development of individual skills in the practice of social work. However, it is likewise accepted that such training in practice is premised upon the student's being prepared with a well-rounded knowledge of the social sciences and of human behavior prior to his entrance into the professional curriculum. The student is expected to acquire this knowledge of the social sciences and human behavior as a part of his undergraduate training so that the graduate training can consist primarily of professional courses and field work. It is apparent that if these conditions are to be fulfilled the undergraduate student should make his decision to enter the profession of social work at the be-

<sup>1</sup> The data used in this article were originally presented in the thesis, *Pre-Professional Preparation for Social Work*, Institute of Social Work, University of Michigan, Ann Arbor, Michigan, 1946.



gining of his junior year in order that he may have ample time to equip himself with the essential background in the social sciences, biology, and psychology.

### DESIRABLE SOCIAL SCIENCE BACKGROUND

There is some difference of opinion among educators in social work as to what should constitute this background of social science. However, there is general agreement on two important points: (1) that the undergraduate instruction should not be limited to only one aspect of the social sciences but should be well rounded as to content; and (2) that the undergraduate courses should be academic and general in nature rather than professional courses in social work given at the undergraduate level. Because of the nature of the courses given in schools of social work, it is important that the student be prepared in the principles and problems of sociology, economics, and political science. The instruction in social case work, social group work, community organization, public welfare, and social agency administration, which are the core of the graduate professional training, assumes such knowledge on the part of the student.

That these assumptions have not always worked out too well in practice is a fact of which every teacher in the graduate schools of social work is well aware. The catalogues of the schools of social work are not too explicit in defining what they expect of the students in the way of preprofessional training. Too often it is assumed that the number of social science semester hours and not the nature and variety of the courses is the measure of adequate social science preparation. Many of the advanced courses in the social science fields, although necessary in the preparation of the student intending to enroll as a graduate major in sociology, economics, political science, or anthropology, are quite unessential to the graduate student in social work and may be an outright handicap if they have been taken at the expense of more important courses in other aspects of the social sciences.

The careful study of the undergraduate preparation of the students in the schools of social work with some correlation of the undergraduate preparation with achievement on a

graduate level is of the utmost importance before much real improvement can be made in joining the undergraduate and graduate phases of social work training.

### STUDY OF MICHIGAN STUDENTS

The Institute of Social Work of the University of Michigan began its present graduate curriculum in the fall of 1935. By the summer of 1946 it had admitted almost 1,200 different students for graduate instruction in social work. During this time the admission requirements, so far as they involved academic preparation, remained unchanged. For the purpose of study a sample of these 1,200 students was chosen. It consisted of all students who had (1) received their undergraduate degree from a Michigan college, (2) successfully completed a minimum of twenty-four hours of graduate work at the Institute of Social Work, and (3) were enrolled as a candidate for the degree of Master of Social Work. One hundred and ninety-six students met these criteria.

By limiting the study to students who graduated from Michigan colleges it was possible to supplement the study of the student's transcripts of undergraduate study with information from the local schools. By taking only those who were candidates for the degree and who had completed at least twenty-four hours of work, all of the study group had acquired sufficient graduate grades to permit a fair evaluation of their graduate performance. Also, practically all of the 196 had spent at least one semester in full resident training. The study group was compared very carefully with regard to age, sex, and date of admission with the entire enrollment of all students admitted to the Institute as candidates for the degree between September 1935 and September 1947. The differences were so small as to be accounted for by chance.

Of the 196 students studied, 72 percent met all of the academic requirements for admission as set forth in the bulletin of the Institute of Social Work. All of them were graduates of accredited colleges upon admission and only 4 percent (8 students) were tentatively admitted because of low undergraduate record. These 8 were border line cases.

Twenty-four percent of the students were admitted on a qualified basis because of gaps in their social science preparation, although only 2 students had less than the required 30 semester hours of social science taken as undergraduates.



## DISTRIBUTION OF COURSES TAKEN

In Table 1 the number of courses which students took in various departments while they were undergraduates is shown. The types of social science deficiencies are indicated by the fact that while all but 4 percent of the students had some undergraduate course in sociology and all but 5 percent had some psychology, 28 percent had taken no courses in economics, and 37 percent had taken no courses in political science or government.

This means that a large percent of the students were poorly prepared, as judged by the undergraduate transcript, to take full advantage of

graduate professional courses in social agency administration, public welfare, social security, social insurance, public assistance, child welfare, social legislation, and law and social work, which are not only an important part of the social work curriculum but are becoming increasingly so.

Since many if not most of these courses are elective or alternative electives the students with poor background in economics and government tend to avoid them. Instruction in social case work, social group work, and community organization is adversely affected when a large percent of the students in the class are unfamiliar with the basic concepts of economics and government.

Table 1—Distribution of Undergraduate Course Taken in Selected Departments By the 196 Students Included in the Study

Number of Semester Hours	Sociology	Psychology	Economics	Political Science	Biology	History	Anthropology	Hygiene	Philosophy
None	7	10	55	73	60	72	163	166	101
1-3	19	26	45	47	37	27	24	27	53
4-6	19	45	42	29	53	41	4	2	27
7-9	7	43	25	26	19	33	2	1	8
10-12	12	36	10	8	14	8	2	0	5
13-15	8	13	8	6	3	7	0	0	2
16-18	7	10	5	2	6	2	0	0	0
19-21	7	4	1	1	1	3	0	0	0
22-24	14	3	3	2	3	1	0	0	0
25-27	13	4	1	1	0	2	1	0	0
28-30	21	2	1	0	0	0	0	0	0
31-33	12	0	0	0	0	0	0	0	0
34-36	18	0	0	0	0	0	0	0	0
37-46	28	0	0	1	0	0	0	0	0
47-56	4	0	0	0	0	0	0	0	0
Total	196	196	196	196	196	196	196	196	196

Not only did a large number of the social work students seem to be allergic to economics and political science as undergraduates but those that took these courses did so sparingly. Forty-two percent of all of the social science taken was in sociology, 17 percent in psychology, 10 percent in economics, 9 percent in history, and 8 percent in political science. The remainder was scattered among such departments as anthropology, education, public health, philosophy, and home economics.

Sixteen of the 196 students received their undergraduate degrees from professional schools in education, public health, and home economics. Of the 180 remaining, 82 students majored in sociology, 9 in psychology, 7 in social service, 2 in political science, and 1 in economics. Twenty-five majored in various fields other than social science and 52 did not specify a major either on their transcript or admission application.



Not only did the majority of the students major in sociology, but a good deal of this major consisted of courses which carry the same title and have similar descriptions to the courses given in the graduate social work schools. These courses, if one may judge from the catalogue listings and descriptions, cover practically the entire curriculum of graduate schools of social work. Following is a list of 324 undergraduate social work courses taken by 103 of the students included in the study.<sup>2</sup> The number of students who took each course is shown in parenthesis following the name of the course.

One hundred and three of the 196 students took an average of 3 social work courses and 14 of them took 15 or more semester hours of this type of course. Some of the students who took almost a semester of social work on the undergraduate level were considered deficient in some aspect of the social sciences when their transcript was evaluated upon admission to the Institute.

**A. Courses Descriptive of the Range and Scope of Problems Encountered in Social Work Practice.**

Child Welfare (23), Field of Social Work (9), Introduction to Social Case Work (6), Family on Relief (5), Introduction to Social Work (5), Social Work as a Profession (5), Public Welfare (4), Child Welfare Programs and Problems (4), Child Care (3), Principles of Social Welfare (3), Community Organization and Welfare Problems (3), Public Assistance (2), Public Welfare and Special Legislation (2), The Family (2), Orientation to Group Work (2), Fields and Methods of Social Work (2), Social Service (1), Social Work Practice (1), Social Work Institutions (1), Case Method in Social Treatment (1), Children in Institutions (1), Principles of Social Work (1).

**B. Informational Courses from Related Professional Fields.**

Mental Hygiene (39), Law and Social Work (5), Medical Aspects of Social Work (3), Psychology for Social Service Workers (3), Psychiatric Information (1).

**C. General Methods Applicable to Other Disciplines or Fields.**

Social Statistics (14), Methods of Investigation (7), Principles of Boy Scout Leadership (1), Institutional Management (1).

**D. Technical, Semi-Professional, or Professional Courses.**

Social Case Work (41), Family Case Work (30), Principles of Case Work (21), Case Recording and Analysis (17), Psychiatric Social Work (13), Child Guidance (7), History Taking and Recording Keeping: Interpretation and Evaluation of Case Material (5), Functions of Social Group Work (4), Techniques of Supervision

in Case Work (3), Community Organization (3), Personal Maladjustment and the Case Work Method (2), Advanced Case Work (2), Social Psychiatry (2), Psychoanalysis (1), Child Welfare Case Work (1), Adolescence (1), Group Work Administration (1), Behavior Problems of Children (1), Treatment of Behavior Problems (1), Case Work and Supervision (1), Group Work (1), Case Work and Public Relief (1), Special Skills for Group Workers (1), Psychopathology (1), Case Work with Juvenile Delinquents (1), Public Administration (1), Case Work Approach to Relief, (1).

## RELATION OF COURSES TAKEN TO GRADUATE PERFORMANCE

In order to ascertain what influence the number of semester hours of undergraduate social science may have had upon the graduate performance of students, the intercorrelations of the following ten variables were calculated: (1) age of student at the time of admission into the Institute, (2) the amount of time lapsing between graduation from undergraduate school and admission to the Institute, (3) the average grade for total undergraduate courses, (4) the average grade for undergraduate social science courses, (5) the average grade for undergraduate natural science courses, (6) the number of social science hours taken, (7) the average grade for all work taken in the graduate curriculum, (8) the average grade for required courses taken in the graduate curriculum, (9) the average grade for elective courses taken in the graduate curriculum, (10) the average grade for field work taken in the graduate curriculum. The coefficients of correlation are presented in Table 2.

Since the number of cases upon which these coefficients are based is relatively small the probable error is quite large. On the other hand, the fact that all of the students had completed at least 24 hours of graduate training and that 126 of the 196 students had taken their undergraduate work at either the University of Michigan or Wayne University gives considerable significance to the coefficients. The number of social science courses taken as an undergraduate seems to have little bearing upon graduate performance. Since the students with the largest number of social science hours took considerable work in undergraduate social work or allied courses the negative correlation between social science hours and graduate grades are quite surprising.

The older students took the least amount of social science as undergraduates. However, since

<sup>2</sup> The courses are classified according to the report of the Continuation Committee meeting of the Washington Conference on Education for Social Work.



they did slightly better than the younger students in the graduate school, it is fair to assume that experience and independent reading helped to account for their advantage. This assumption is further borne out by the correlation between age and undergraduate achievement which was practically zero.

The quality of the total undergraduate work seems to have the greatest effect upon the stu-

dent's graduate performance. This factor, together with age, is most pronounced when the students are rated on the required graduate courses: Case Work I, Community Organization, Fields and Trends of Social Work, Mental Hygiene, Research in Social Work I, Labor Problems, and Introduction to Public Welfare. Both Undergraduate grades and age of students have little correlation with the Field Work grades.

Table 2—Coefficients of Correlation Between Ten Variables in the Records of the Students Included in the Study

		Age	Time Lapse	Undergrad Grades	Undergrad SS Grades	Undergrad NS Grades	Number of SS Hours	Graduate Grade	Required G Grade	Elective G Grade	Field W Grades
		[1]	[2]	[3]	[4]	[5]	[6]	[7]	[8]	[9]	[10]
Age	[1]	1.000									
Time Lapse	[2]	+ .724	1.000								
Undergrad Grades	[3]	+ .050	— .027	1.000							
Undergrad SS Grades	[4]	— .026	— .138	+ .848	1.000						
Undergrad NS Grades	[5]	+ .051	+ .068	+ .622	+ .605	1.000					
Number of SS Hours	[6]	— .476	— .439	+ .002	+ .066	— .087	1.000				
Graduate Grade	[7]	+ .104	+ .082	+ .306	+ .267	+ .222	— .100	1.000			
Required G Grade	[8]	+ .205	+ .245	+ .340	+ .271	+ .200	— .031	+ .638	1.000		
Elective G Grade	[9]	+ .160	+ .167	+ .286	+ .205	+ .185	— .112	+ .823	+ .598	1.000	
Field W Grades	[10]	+ .045	+ .004	+ .140	+ .122	+ .145	— .140	+ .852	+ .303	+ .498	1.000

CONCLUSIONS

1. Almost all of the students entering the Institute of Social Work have had adequate preparation in sociology and psychology. However a large proportion have had no undergraduate instruction in economics and political science.
2. Many of the undergraduate sociology courses duplicate in title and course description the courses offered in the graduate curriculum. However, taking these courses on the undergraduate level does not seem to have enabled

the students to do better than those who did not take them.

3. The amount of social science taken as an undergraduate has little influence, and that influence is negative, upon the graduate performance. Too great a specialization in the social sciences in college may actually handicap the student in acquiring a well rounded understanding of society and human behavior.
4. The students making the best grades in college tend to give the best performance in the Institute of Social Work.



# *Are Social Workers Migrants?*

## A Report on the "Study of Turnover of Professional Social Work Personnel in Greater Cleveland."<sup>1</sup>

Ludwig A. Graner

WHEN V-J Day dawned over Cleveland social agency administrators, like everyone else, rejoiced that the agony of war had ended. Human beings as they were, they also visualized the immediate ending of wartime conditions. They looked forward to the availability of cigarettes and nylons, to the return of unlimited gasoline and professional conferences, and to a sharp decline of their great wartime worry—the rapid turnover of social workers. In no time, cigarettes, nylons, gasoline and conferences returned for good—but professional staff members kept on handing in notices.

One year after the war had ended, in the summer of 1946, many executives were still alarmed by the picture which their agencies presented in this respect; and yet, they had to be careful in drawing hasty conclusions from the relatively small number of cases of turnover which they were able to observe from close range in their own agencies. It seemed, therefore, logical that these observations be pooled and that as large a number of cases of turnover as possible be studied. For only if this were done, could it be hoped that the causes of the rapid turnover would be brought to the surface and steps taken to remedy them. With this in mind, the "Study of Turnover of Professional Social Work Personnel in Greater Cleveland" was launched under the auspices of the Welfare Federation of Cleveland and with the enthusiastic cooperation of most of its affiliated agencies.

### ORGANIZATIONS OF THE CLEVELAND STUDY

The Welfare Federation's Research Department conducted the study under the guidance of a broad and representative study committee, that was headed by Hollace G. Roberts, Director of Admissions, School of Applied Social Sciences, Western Reserve University. Prior to any request for information agreements were reached, in consultation with agencies, as to the scope and coverage of the project. Some of the major agreements were as follows:

Mr. Graner is Associate Research Secretary of the Welfare Federation of Cleveland and a member of the Cleveland AASW chapter. In this article he summarizes the findings of a recent study of turnover in social work personnel in Cleveland and gives his own analysis and interpretation of the findings.

There will be lively differences of opinion over some of the deductions which Mr. Graner makes from the data, and readers are invited to express these differences in letters to the COMPASS EXCHANGE column. The facts which Mr. Graner presents, however, provide a solid basis for assessing the nature of the turnover problem and for planning to meet it.

(1) Both public and private agencies were to be included.

(2) Excluded were nursing and medical staffs, workers who worked less than two-thirds of a work week, seasonal workers, and students performing field work for credit.

(3) Agencies were to apply their own definitions of who a professional social worker was, and they included case aides, visitors, investigators, group leaders, and instructors.

The study period was limited to thirty-four months; namely, from January 1, 1944 to October 31, 1946.

Four Questionnaires were used. All major agencies, except one large case work and one large group work agency, submitted all types of questionnaires. Agency executives were invited, though not encouraged, to use code numbers instead of workers' names if they desired to do so.

In May, 1947, the study was published as a

<sup>1</sup> Copies of the study (\$1.00 apiece) may be obtained by writing to the Welfare Federation of Cleveland 1001 Huron Road, Cleveland 15, Ohio.



factual statement to be used as a working manual "very much in the direction of an insurance underwriter's safety handbook, namely to evaluate both new and existing risks and try to prevent unnecessary losses." The Study Committee, however, continued its work and will, in early fall, release a set of recommendations which will probably be addressed to agencies, groups of agencies, planning bodies, the Cleveland Chapter of the AASW, and the School of Applied Social Sciences, Western Reserve University.

## FINDINGS OF THE CLEVELAND STUDY

**Volume of Turnover.** The turnover during the thirty-four month study period constituted a ratio of 85 workers leaving to 100 workers employed at the beginning of the study period. Since approximately 50 percent of the workers in the employ of the agencies in October, 1946, had been employed at their respective agencies three years or more, the total turnover took place in about half of the staff positions. (Fully realizing that the teaching profession presents problems different from ours, it may still be noted that the corresponding figure for a similar period of professional turnover in the Cleveland educational system was 11 percent.

The hopes of those who had expected a drop of the turnover rate in 1946 were not realized because the turnover showed continuity throughout the study period. Thus, the turnover problem in social work cannot be attributed solely to the war.

The same continuity of turnover was observed for every group of agencies. Different groups, however, varied as to the amount of turnover. Medical Social Work showed the highest turnover rate and Probation reported no turnover at all.

**Turnover in the Male Group.** The 68 individual questionnaires submitted for men who had separated from their agencies showed that 53 percent had left for professional advancement or higher salaries, 13 percent for reasons which may be related to personnel practices, 30 percent for reasons "about which little could be done," and 4 percent for other reasons or did not report. Almost 50 percent of the men went to another social agency, 19 percent went into non-social agencies but used social work skills, and 31 percent were lost to social work. Not a single man left in order to go to a school of social work.

Not a single male worker of those leaving for professional advancement was older than forty-five years and 48 percent of this group had been less than two years in the agency's employ.

Of the men who left for another social agency, close to 90 percent had attended graduate schools and over 75 percent had at least two years of training in a school of social work. In approximately 25 percent of these 68 questionnaires, the agency volunteered the statement that only the offer of a considerably higher salary could have prevented the separation.

**Turnover in the Female Group.** There were 427 individual questionnaires submitted for female workers who had left their jobs. The findings were somewhat different from those pertaining to the male group.

"Reasons about which little could have been done" accounted for almost 63 percent of the separations. "Husband's location changed" leads this group of various personal reasons with 13 percent. Then followed "other family responsibilities" with 8 percent. Next in line were "marriage," "going to a school of social work," and "maternity" with 7 percent each.

Twenty-two percent left for professional advancement and higher salaries, and of these over two-thirds had at least one year of formal social work training or a non-social work graduate degree. Thirteen percent left for reasons which may be related to personnel practices, and "other reasons."

Fifty-one percent of the women leaving social work positions went "out of the labor market" or in the "unknown." Another 13 percent went into employment outside of social work and only 29 percent were known to have stayed in social work. Of the group of women who left for another social agency, over two-thirds had at least two years of graduate training.

Of the total female group, 33 percent had stayed with their agencies for less than one year. Another 28 percent had stayed from one to two years. Only 16 percent had stayed with their agencies more than five years. (In the Private Case Work and Medical Social Work Groups, only 7 percent remained more than five years.)

As for characteristics, hardly any marked differences between the "turnover" and the "presently employed" (October 31, 1946) groups



were observable. Therefore, no greatly different turnover picture may be expected from the presently employed group unless there is a radical change in the social work labor market. This statement is validated by the fact that today, almost one year after the study period, Cleveland social agencies do not feel that the turnover problem has greatly changed.

### AN ATTEMPT TO INTERPRET THE CLEVELAND DATA <sup>2</sup>

What, then, seems to be significance of the findings as revealed by the Cleveland study?

**A Female Profession.** Social work may have to reconcile itself to the realization that in its largest segment, the female group, almost two out of three workers leave their positions for reasons about which little can be done. Among these reasons, marriage, maternity, family responsibility, and husband's location rank high. All groups of agencies show this phenomenon with very little deviation from the average. This leads to the observation that in the fields where a high educational level prevails (for instance, Private Case Work and Medical Social Service), female workers are not, by virtue of their investment in social work education, more immune to separation than those who have not made that investment.

Obviously, a great many women enter the social work profession in the expectation that they will not work in it throughout their lives. To many women, social work seems to be an "investment" profession. Like teaching, it is a profession on which one can fall back at some time in the future when the children go to college or when payments for a new house put added strain on the family budget.

As two out of three female social workers may be expected to break away from their agencies, agencies become extremely dependent on the remaining one-third and they will be wise to prevent unnecessary turnover among this latter group by providing a pleasant working atmosphere, adequate salary schedules and opportunities for advancement.

#### Family Support—The Man's No. 1 Problem.

On the one hand, it is an accepted principle

that women ought to receive the same remuneration as men for the same type of work. On the other hand, the fact remains that practically all male social workers have to support a family, while a good proportion of the female social workers either have only to support themselves or have only to contribute to the family budget. Social work being predominantly women's work, it tends to be a low paid profession, especially on the practitioner's level. Men with family responsibilities are forced to use every possible short-cut to reach the better paid, supervisory and administrative positions. This is to the disadvantage of their own professional growth and also harmful to the agency and community. Especially in the Case Work and Group Work fields, ways may have to be found to supplement, by special grants, the family man's practitioner's salary for a limited number of years before he has reached his full potentiality as a supervisor or administrator.

Agencies may also have to increase the top bracket of salaries in all ranges of social work positions for it is evident that men social workers find ample opportunities to move into other occupations.

**A Transition Period.** In the Cleveland study, both the men's and women's groups leaving for higher salaries and professional advancement showed a high proportion with professional education in a school of social work. It may also be observed that two groups of agencies emphasizing high educational standards—namely, Private Case Work and Medical Social Service—showed the highest turnover rate of all groups of agencies. Public Welfare, accounting for a relatively low percentage of professionally trained workers, showed a low turnover rate and the only Probation agency participating in the study reported no turnover and did not list a worker with graduate social work training.

Obviously, social work is in a transition period, moving in the direction of better professionally educated personnel. Private social work, as is so often the case, is the pioneer and sets high educational standards for itself. But with the lack of trained workers causing a competitive national market for well-trained personnel, Cleveland social agencies lost a good many highly trained workers to other communities. (Other communities will probably make the statement that they lost some of their

<sup>2</sup> The following analysis by the writer does not necessarily reflect the opinion the Welfare Federation of Cleveland and its affiliated agencies.



workers to Cleveland.) As long as a social workers' shortage prevails, the employment of highly trained personnel, while indispensable for the agency's efficiency, contains the very seed out of which an early separation may grow. However, when social workers are protected by personnel practices and salary opportunities which are satisfactory to the social worker, professional education presents no special turnover risk, always provided that the worker wants to stay in social work.

**More Imagination Helpful.** Social workers pride themselves on being professional "trouble shooters." The social work profession, with its ingenuity and skill, has solved or alleviated many problems of the community and of individuals. Using the skill and ingenuity which we seem to employ so ably for the welfare of others in our own interest may help us reduce greatly one of our professional troubles—that part of the personnel turnover which is preventable.

We should, for instance, attract more men to the profession, knowing that they are only to a moderate degree susceptible to "reasons for leaving about which little can be done." We should concentrate on the many prospective teachers and ministers and try to recruit as many as possible of them for social work. These men do not look for the "money making" jobs and may even find social work salaries comparing favorably with those paid in teaching and in the ministry.

We could provide for salary scales (and then actually apply them) which would permit the payment of a high salary to the practitioner who is a star performer as a case worker, for instance. Why do brilliant workers have to become supervisors or administrators for the only purpose of

obtaining salaries commensurate with their abilities? This may be especially significant in situations where the few supervisory and administrative positions are firmly occupied by relatively young persons who have no intention of making room for others.

We can also provide "professional advancement" on top of our traditional "advanced" positions. We can "remodel" jobs, making them look more attractive and their occupants look more distinguished. Capable workers can be made "case consultants," "assistant or associate supervisors or secretaries," "district secretaries," or "department heads." The commercial and industrial sales organizations can teach us a lot in this respect.

Finally, an individualized, genuine case worker-client relationship should exist between executive and worker. Disturbing emotional problems which arise in the employment relationship and which, if permitted to develop unchecked, so easily lead to separation, should be aired freely and early, and a mutually satisfactory solution should be aimed at. Such a solution will not be found always, just as not every family case can be solved satisfactorily. However, social work administrators, in their relationship to employees, should always use the same degree of sympathetic approach, accurate diagnosis, and skillful treatment which they request from their workers in their relationship to clients. More good "case work" on the employer-employee level, as can already be observed in a good many agencies, may prevent just enough staff "migration" to keep social agencies successfully and efficiently operating in these trying days of professional workers' shortage.



# Arbitrator's Award in Union-Agency Case

WE are taking the unusual step of reproducing in condensed form for our readers an arbitration award in a case between an agency and a worker, represented by her union. There are several reasons why this award is of special significance to professional social workers.

1. This is the first instance, to our knowledge, in which the American Arbitration Association has been called on to arbitrate a dispute between a social agency and a worker. The American Arbitration Association serves as the court of last resort in numerous cases where agreement cannot be reached by negotiation between a union and an employer. It has built up a body of precedent in the field of labor arbitration and its opinions are recognized in the courts. This case is one which will no doubt be cited in the future when similar issues are at stake.

2. The fine line between a deliberate departure from agency policy and poor professional judgment on the part of a worker is drawn. The arbitrator affirms clearly on the one hand the duty of each professional employee to conform to agency policy or to get out. On the other hand, he asserts that wide latitude must be given to research work on the lower professional levels. Otherwise petrification sets in.

3. The importance of clearly stated personnel practices and of regular procedures for applying them is underscored, and in addition the need of a genuine desire to come to an understanding pointed out. In this case the arbitrator states that at no stage in its dealings with its staff did the administration display the essential qualities of candor and frankness.

4. The close interdependence of personnel practices, strictly defined, and worker orientation, supervision, interdepartmental coordination, etc. is brought out. In fact, it is the absence of these

essentials in agency administration that in this case moved the arbitrator to order reinstatement of the worker.

5. The danger of letting the charge of communism stampede agencies into a departure, not only from their regular personnel practices, but also from their stated democratic principles, is brought out.

There are several morals to be drawn from what the arbitrator calls the "melancholy train of events." We mention only one here, with apologies to Aesop: that an ounce of prevention is worth a pound of cure. For close on to a year an agency's program has come almost to a standstill. Enmities have arisen which it will take a long time to dissipate. A worker's career has been permanently blighted.

All of these things were preventable, and the record shows that in this case prevention lay within the power of the agency. But the agency chose instead a different course. One of the constructive outcomes of this case can be a conscientious self-examination by all agency administrators and boards to see if the pitfalls into which the National Council of Jewish Women—"an old organization entitled to and receiving great public respect"—fell, can be avoided.

On the United Office and Professional Workers of America has fallen the considerable financial burden—over \$5,000—of representing the worker in this case. In defending one of its members the UOPWA has also helped to clarify the right of all professional social workers to operate as professionally responsible persons within the framework of their jobs and of stated agency policy.

The editor wishes to express appreciation to James Lawrence Fly, the arbitrator, for permission to reproduce his opinion in condensed form.

**American Arbitration Association,\***  
**Administrator**  
**VOLUNTARY LABOR ARBITRATION TRIBUNAL.**

IN THE MATTER OF THE ARBITRATION  
*between*  
NATIONAL COUNCIL OF JEWISH WOMEN,  
INC.  
*and*  
SOCIAL SERVICE EMPLOYEES UNION,  
LOCAL 19, UNITED OFFICE AND PRO-  
FESSIONAL WORKERS OF AMERICA,  
CIO.  
L-2223, NY-L-33-47

**OPINION**

THE UNDERSIGNED was designated as sole Arbitrator on March 7, 1947 and having been duly sworn and having duly heard the proofs and allegations of the parties, issues the following opinion and award.

Hearings were held before The Arbitrator March 28, 31, April 1, 2, 3, 7, 8, 9, 10, 14, 15, 16, 17, 18, 21, 22, 23, 24, 28, 29, 30, May 1 and 13, 1947. A transcript of 2709 pages was taken, and 321 exhibits were introduced.

**I. THE PARTIES**

The parties are the National Council of Jewish Women, Inc., hereinafter referred to as "The Council," and Social Service Employees Union, Local 19, United Office and Professional Workers of America, CIO, hereinafter referred to as "The Union." The Council is a non-profit membership organization and has a membership of some 65,000 women organized into approximately 200 sections in the cities and communities throughout the United States.

The purpose of Council is to further united efforts in behalf of Judaism and to foster a program devoted to social and economic welfare, education, peace and democratic principles. The policies of The Council are largely effectuated through the work of trained, salaried professional employees working under a full-time paid Executive Director.

The Union was recognized by the Council in 1938 as exclusive representative of the professional employees, and the date of the hearing was working under a collective bargaining agreement effective from July 1, 1945 to July 1, 1947. Pursuant to Section VI G4 of the contract, providing for arbitration of unsettled grievances, the discharge of an Area Secretary who had been in the Section Service Department since November 1, 1945, has

been brought before the Arbitrator. She, hereinafter referred to as "the Area Secretary," was discharged by The Council on January 6, 1947. The grievance procedure was utilized by The Union, and failing resolution of the controversy, arbitration under the auspices of the American Arbitration Association as provided by the contract was requested by The Union on January 30, 1947.

**II. THE ISSUE**

The dispute arises from the discharge of the Area Secretary for alleged "incompetence and malfeasance" within the meaning of the contract between the parties.

The Union claims that the charges are unfounded and that the discharge is unjustified. It seeks the immediate reinstatement of the Area Secretary to her position with the National Council of Jewish Women, Inc., with the payment of back pay and the restoration of all employment rights.

It is the contention of The Council that the Area Secretary used her official position to project her own convictions and political philosophy rather than the policies and program of The Council; and the discharge on grounds of malfeasance was, therefore, justifiable and should be sustained. The Union consistently controverts this contention.

**III. BACKGROUND**

The program of The Council is directed toward effective support of liberal legislation and progressive activities of a social and economic nature. A Section Service Department in which the discharged Area Secretary was employed, was organized in 1944 and is responsible for the servicing of the 200 membership sections. It is the area secretary's job to transmit the policies and programs of the national organization to the various sections; to aid the sections by clarifying policy and by informing them as to specific positions taken by national; to assist the sections in membership, organization and effectuation of the Council program; and to convey information con-

\* This is a condensed version of the full opinion, which was published by the American Arbitration Association. The publishers state that all available copies of the opinion have been distributed.



cerning the needs and activities of the particular sections to the national office.

The Section Service Department works closely with the Education Department, which is responsible for the preparation of all educational material on contemporary Jewish affairs, international relations and peace and social legislation. In this connection it is important to note that the entire so-called Education "Department" consisted of only two employees during the year 1946, although it was theoretically charged with the duty, *inter alia*, of originating or approving all the educational material used by the eight or nine professional workers in the Section Service Department.

The worthy purposes of The Council are reflective of the quality of membership and officers of the organization. The integrity and ability of the leadership, including the new Executive Director, were demonstrated to The Arbitrator during this proceeding. This is in sharp contrast to the inefficiencies manifest throughout the national administration. The Section Service Department has long suffered from a lack of adequate supervision, a fact which is explicitly stated by the new Executive Director in her letter of November 26, 1946. In fact, in this large record, the only showing of adequacy and competency in the branches of the national office is in the staff of the very department recently brought under attack and where this case arose.

Upon employment with The Council, a new area secretary is given a brief period to familiarize herself with Council policies and procedures. Her understanding of general Council policy is mainly limited to her formal reading since the lack of adequate supervisory personnel has largely precluded instruction and training by the more experienced members of the Section Service Department. In effect, this has meant that an area secretary has learned her job by working "on the job."

Most of the area secretaries employed by Council are trained social workers with a background of professional education and training. The Area Secretary herein involved is such a person, manifesting high general capacity. Her efficiency and devotion to her task have been demonstrated in this hearing and have been the subject of numerous favorable written comments from the sections which she visited.

Against this backdrop, we must screen the actual events leading to the discharge in question.

#### IV. CHRONOLOGY OF EVENTS

At a Section Service staff meeting on April 4, 1946, the various area secretaries received assignments for preparation of sample programs on selected topics of general interest. The complete collection of detailed sample programs was later titled "The President's Round Table." The Area Secretary involved in this case was assigned to the subject of "child welfare in the U. S., USSR and England," hereinafter referred to as the "Child Welfare Survey." Her work on the Child Welfare Survey was completed in late July.

After the component parts of "The President's Round Table" were completed, the material was submitted by Section Service on August 8, 1946 to the Executive Director for her approval. During the period that this

program material had been in the process of preparation, there had been a change in the Council's administration. On May 1, 1946, Mrs. Anna Schwartz left her job as Executive Director. On August 6, 1946, Mrs. Elsie Elfenbein, active for many years as a volunteer in the Council organization, took over the full-time paid job of Executive Director. A few days after assuming her new duties (approximately August 9,) she received "The President's Round Table," and read therein the Child Welfare Survey. After a second careful reading of the Child Welfare Survey and discussion with the heads of the Education and Social Welfare Departments, the Executive Director concluded that she would withhold approval.

At this point in the chronology, another fact should be noted. On April 23, 1946, the Executive Committee, following the recommendations of the Survey Committee of Council, had formally retained Dr. Sidney Hook, head of the Philosophy Department of New York University, to make a survey of The Council's "philosophy, program and functional structure." During the conduct of his survey, Dr. Hook interviewed the staff members, studied each of the publications issued by The Council, and submitted questionnaires to the Board members. In the course of this work Dr. Hook picked up a copy of the Child Welfare Survey and after detailed examination of this material stated that he considered the Child Welfare Survey a serious piece of evidence showing that the policy and philosophy of The Council were being distorted. Dr. Hook stated that care should be exercised to prevent the professional staff from taking control of The Council policies away from the volunteer leadership; and that this was particularly important because The Union which represented the professional employees was allegedly under Communist domination and, if that were true, any person functioning as a loyal member of the Communist Party would not be permitted to further a point of view incompatible with the Communist position. To emphasize the danger of subversion, Dr. Hook gave a lengthy oral report about the Child Welfare Survey which he cited as an example of distortion of The Council program.

The members of the Executive Committee were alarmed. Suspicion and distrust of their professional employees now entered their minds. But no hint of their newfound fear was to be transmitted to the Section Service staff, the group primarily involved. No conference was held, no clarification of policies or procedures was undertaken, no instructions were issued. The "red scare" was on.

In September the area secretaries were preparing to leave on field trips to the sections. They were conferring with the Department heads and collecting materials for use in the field. At this time the Education Department was working on a basic kit that was to be distributed to the sections in the Fall. This kit was to contain a list of recommended books and periodicals covering domestic and international topics.

In connection with the Education Department's work in compiling the lists for the 1946 kit, the area secretaries were asked to submit their suggestions. Under date of September 20, the Area Secretary here involved submitted a list of some 70 odd books to her supervisor comprising works of fiction and non-fiction on national and international affairs. Thereafter, in the first week in October

she left the national office on a field trip, apparently taking a copy of her book list suggestions with her.

Theoretically, the Education Department was to create or approve the educational materials used by the area secretaries; actually, this rule was clouded in its effect and on occasion departed from in practice. The material supplied by the two persons then constituting the Education Department was inadequate both as to quantity and quality. It is hardly surprising that the area secretaries, constantly pressed for "live" material by their member sections, were turning to other sources for their recommendations.

On about October 4, 1946, this Area Secretary made a field trip to, *inter alia*, Kansas City, St. Louis and Leavenworth. There she submitted four lists containing her recommendations of books, publications and informational organizations which she had gleaned from various Council and other sources. Also she made speeches to the Boards of Directors and met with the various section chairmen.

Her general activities led to some complaints from the Kansas City and St. Louis sections. The first written complaint was a letter from St. Louis sent in mid-October commenting on the Area Secretary's disorganized speech, her indiscretion in relating an "off-color" story, her criticisms of certain Negro portrayals in a section skit and the general inconvenience of the timing of her visit. No specific allegation was made that the Area Secretary deviated from Council policy.

When The Council delegates and officers convened in Dallas for their Triennial Convention in the first week of November, oral complaints of the same general character were made to the Executive officers by representatives from St. Louis and Kansas City. The suspicion that these activities might be manifestations of real deviation from Council policy began to take root. Numerous conferences were held by the Executive officers, and it was agreed that the Section Service Department should be investigated and that all field trips should be cancelled.

Meanwhile, Dr. Hook had gone to the Dallas Triennial Convention for the purpose, at least in major part, of promoting a National Council resolution condemning in stated terms " . . . all forms of totalitarianism and dictatorship, including Fascism, Nazism and Communism," but actually aimed at a condemnation of Communism.

On the eve of November 2, 1946, the so-called "Hook Resolution" referred to above was discussed at a meeting of the Board of Directors. He analyzed the Child Welfare Survey as illustrative of the way in which the Council program was being subverted; and urged the adoption of his proposed resolution in order that The Council policies would contain an explicit statement of its opposition to Communism.

The specific condemnation of Communism was opposed by many delegates who argued that such a statement was not conducive to peace and unity under the aegis of the United Nations, that it might be misunderstood as an attack upon the internal government of the Soviet Union and that it might lay The Council open to a charge of witch hunting. The delegates amended his resolution by voting 153 to 114 to delete the reference

to "Fascism, Nazism and Communism." The amended resolution reaffirmed Council's faith in the processes of democracy and expressed its opposition to "all forms of totalitarianism and dictatorship."

Meanwhile the scuttle-butt was crowded. While the Section Service staff had been forbidden to attend the Triennial Convention, its acting head was present. To her ears came information that members of the Section Service Department were under fire for pro-Communist activity. Alarmed at this development, she spoke with the Executive Director on November 8 at the Triennial, and asked that a conference be held with the staff to clarify the whole situation. But this conference was never held.

At the close of the Triennial Convention, the President, Chairman of the Executive Committee and Executive Director of The Council travelled back to New York together by train. The whole problem of distortion of Council policy by the professional staff was thoroughly aired. There seems to be little doubt that the heart of the discussion concerned the possible presence of Communists or pro-Communists in the Section Service staff. However cloudy their language may have been, their agreed-upon course of action was concrete—there must be an unequivocal investigation of the general charges which had been made, an attempt should be made to obtain written substantiations instead of oral accusations with regard to the Area Secretary in this case and disciplinary action should be taken if necessary.

Council is devoted to the principles of civil liberties, to decisions based upon a study of both sides of controversial issues, and outside its own administration, to hearings and other fundamental safeguards in formulating personnel administrative decisions of this very character. It came as a shock to the Arbitrator that when Council came to do its own housekeeping these basic principles faded into limbo, and that for the very qualities of candor and forthrightness so natural to such an organization, there was substituted a scheme of secretiveness, of half-truths and of evasion.

Two parallel lines were followed by Council: (1) a persistent undercover drive to get written "charges" from the St. Louis and Kansas City complainants, consistently seeking the bad and ignoring the good, meanwhile (2) fending off the pleas of the staff for a round-table discussion where the charges abrewing could be met head-on and policies clarified.

On December 4, the entire Section Service professional staff directed a detailed memorandum to the Executive Committee requesting a meeting with the Executive Committee to discuss the outlined allegations.

On December 11, 1946, the Executive Director denied the request for a meeting on the ground that the memorandum was in violation of the Union contract provisions for handling grievances.

The bases of The Council's decision become more apparent when we examine their activities during this period. After the receipt of the staff memorandum, the Executive Director and Chairman of the Executive Committee availed themselves of the services of a labor relations consultant. It was his advice that the staff memorandum, as drawn, did not constitute a grievance



under the contract; and, therefore, The Council was under no contract obligation to grant the request for a meeting.

It is not the province of the Arbitrator to determine whether the staff's request for a clarification of Council policy should have been presented as a grievance under the contract, or should have been handled more broadly by discussion between the administration and the professional staff concerned. In The Arbitrator's opinion, the latter procedure is the only logical and satisfactory method of clarifying basic policies that control highly trained professional employees. This is not a trade union function.

In any event, it seems clear that Council's real concern was only secondarily the correct contract interpretation and primarily, through any technical dodge available, the avoidance of a frank discussion of the highly charged Communist issue. And, although The Union subsequently did use the grievance mechanism to raise the problem of the right of staff members to discuss a professional problem with the administration, the ensuing discussions before the Personnel Practices Committee<sup>1</sup> were confined to questions of procedure. At no time prior to the discharge did The Council representatives meet with the professional employees to discuss the content of the staff memorandum of December 4.

On December 16, a memorandum was sent by the Executive Director to the newly appointed head of the Section Service Department specifying that all field trips of the Area Secretary be cancelled until further notice because of reports heard from the field and changes taking place within the organization. Inquiry on the part of the Area Secretary as to the reason for this move brought forth the vague response that the administration had heard certain rumors at the Triennial about her performance in the field and was awaiting further information. The Area Secretary continued to ask for definite word on her planned January trip. On December 27, the Executive Director advised her that the notice to cancel remained unchanged.

This is the record of administrative conduct up to the very day of discharge—no instruction or correction, no warning, no discussion, no indication of the nature of pending complaints. On January 6, 1947, the Area Secretary was confronted with summary discharge.

On that morning, the hard-sought letter from Kansas City finally arrived. The enclosed list of books and publications recommended by the Area Secretary to the International Relations Chairman was scrutinized. Checking showed that the list had not been authorized by the Education Department and that responsible attorneys shared the view that the list was pro-Communist in character. At this point, The Council had in its possession the ubiquitous Child Welfare Survey, the letter of December 17, 1946 from St. Louis giving an account of the Area Secretary's October visit, and the new letter of January 3, 1947 from Kansas City. It was agreed that these materials showed malfeasance and incompetence and, hence, grounds for dismissal under the contract.

Late that afternoon, January 6, the Area Secretary was called to the office of the Executive Director. The Execu-

tive Director stated that the Area Secretary (1) was out of sympathy with The Council program, (2) failed to support the overseas program, (3) failed to refrain from injecting her personal political philosophy into The Council program, and (4) failed to understand the delicate public relations aspect of her job. Discussion of these charges was cut short, and the Area Secretary was advised her discharge was effective immediately.

From the long smouldering situation which had demoralized the staff now came the eruption. After a special Union meeting on January 7, The Council was asked for a bill of particulars. On about January 15, a further amplification of the charges was delivered to The Union—but the indictment was still couched in general terms. At no time was any substantial specificity achieved until the entire matter was brought before this Arbitrator.

The Union decided to prosecute the discharge as a grievance under the contract. So high did the mutual distrust and suspicion mount that at one point a private investigator was hired by The Council to guard the files.

It is an unfortunate fact that with the methods employed this discharge has caused a disruption of the working operations of The Council and engendered an overt hostility between the contestants, and between their respective adherents within Council, which may prove impossible to alleviate through any available remedy. It is difficult to assume that Council's leadership anticipated the full impact of their apparently simple course of action.

In passing, The Arbitrator cannot refrain from expressing a caveat. Council is dedicated to the principles of our democracy, to the personal freedoms and to tolerance. Nor is this a dedication to inert principle. Council's avowed task is one of vigilance, of invigoration and of affirmative implementation. It rightfully claims to be in the vanguard of the progressive forces advancing liberal ideas. It fights for due process and abhors the semblance of a witch hunt. When the validity of these professions is put to the test at home little solace is to be found in the assertion that "we followed the contract." By its conduct in this case, Council may well have injured its causes and its professed principles far more than could one area secretary devoted to the tenets of Communism.

## V. DISCUSSION OF SECONDARY ITEMS OF MALFEASANCE

The basic issue may be stated thusly: Did the Area Secretary in the official performance of her job promote a program and policies which deviated from the program and policies advocated by the National Council of Jewish Women?

The Area Secretary is not charged with being a Communist, and no claim is made that Council may discharge an employee on the ground that she is a Communist. Council's position is rightly that it has its own program of progressive action in various areas of the political, social and economic fabric. The area secretary is charged with the duty of promoting that program and Council's own policies in the field. Substantial departure from these programs and policies regardless of the direction of the departure calls for disciplinary steps. In this,

<sup>1</sup> Joint conference of Union and Council representatives.

The Arbitrator concurs and so far as it appears, so does The Union.

We turn now to the alleged basic departures from this task. Three major items or groups of items will be reviewed (1) the Child Welfare Survey, (2) recommendations of books, organizations and periodicals in Kansas City, St. Louis and Leavenworth, (3) other recommendations or statements made orally and in writing in a number of instances.

## VI. THE CHILD WELFARE SURVEY

It is charged by The Council that the Survey is biased and gives a basically distorted picture of the comparative level of child welfare in the United States and the Soviet Union; that a process of selectivity has been exercised which shows the Soviet Union superior to the other two countries in every regard. In refutation of these allegations, The Union argues that the very purpose of the Survey was to promote activity on the part of the section members and thus a deliberate attempt was made to emphasize the deficiencies in the United States.

The Child Welfare Survey is a seventeen-page typed document. Admitting that it was intended as a spur to action, it was nowhere stated that this goal dictated a choice of facts showing the deficiencies in the United States as opposed to the achievements abroad.

It is the Arbitrator's opinion that the Child Welfare Survey is not a balanced document demonstrating the application of standards of objective analysis.

There are, however, other factors which bear upon this issue. The Survey was submitted properly to the Area Secretary's superiors for their approval; and, until it reached the desk of the Executive Director, unqualified approval was granted. In fact, the volunteer chairman of the Section Service Committee, in approving the material, had written the comment "Wonderful!" Neither in origin of the undertaking nor in the document's submission was there any deviation from the proper line of administration.

The Survey was never circulated by the Area Secretary in the field—fundamentally, the project must be regarded as a *recommendation* of material to her superiors, properly made in the course of her work.

In every administration charged with the origination and the implementation of policy, wide latitude must be given to research work on the lower professional level. The results of that research and recommendations based thereon, submitted through the appropriate superiors, must be encouraged. Otherwise, petrification sets in. Despite his criticisms of content—and to those he adheres—The Arbitrator concludes that the Survey had its actual major impact in affording a basis for the initiation of the "red hunt" which Council has repeatedly denied. The origination of the Survey will not alone justify the dismissal of the author.

## VII. RECOMMENDATIONS OF BOOKS, ORGANIZATIONS AND PERIODICALS

In the Area Secretary's recommendations of books, organizations and periodicals, the charge of deviation from policy is more directly in issue. Council raises the general claim that no list of material should have been recommended that had not been created by or cleared

with the Education Department. The Arbitrator has already noted the deficiencies of the Education Department—its staff of two persons, the inadequate materials it furnished the Section Service Department. Nevertheless, no conclusive evidence was introduced which showed that area secretaries were released from the clearance requirement at any time. The Area Secretary had prepared a lengthy book list and it would have been simple to seek clearance from the Education Department. She did not do so.

The more important question raised is as to the character of the books recommended. It is asserted that the lists are pro-Soviet or pro-Communist. The books on the Soviet Union and China, as a whole, are "left of center;" some few approach neutrality in their evaluations, other affirmatively espouse the virtues of the Soviet system and the Yen'an Communists. And the essential underlying fact here is that Council itself had adopted no policy or program on these world issues.

The Arbitrator concludes that the book list, especially with respect to the Soviet Union and China, does not show evidence of balance; and that the Area Secretary, by going outside Council sources for almost half of the literary material, contributed heavily to the biased effect of the list.

The Area Secretary's actions were not remote from her stated theory of Council policy. Council has shown its own inadequacy in this area. But the filling of the void was itself a policy question. If Council wants to be inadequate it has a legal right to be inadequate. And no area secretary has the right on her own responsibility to bifurcate existing policy and heavily activate the chosen fork.

The Area Secretary erred in not presenting both sides, and in failing to recognize that if Council wanted to sleep it had a right to its slumber.

## CONCLUSION

The overall record in this case is one of great detail, substantial complexity and continuing conflict. The impact of the record as a whole has impelled The Arbitrator to make certain general observations, some of which are not pertinent to the specific issues to be decided here.

The field of *obiter dictum* however, may not be wholly useless to Council in its other and more general problems. Council is an old organization entitled to and receiving great public respect. Its broad membership is of an exceedingly high quality. It has attracted and should continue to attract an excellent grade of soundly liberal professional workers. It has, however, displayed timidity.

Standpatters may pay dues and attend the teas—but history shows that progress comes from the progressive minded. If these are cliches they are nevertheless anchored to the facts in this record. If a drive on the professional staff is to be undertaken it should be only after a period of self-examination and introspection. And the same democracy preached abroad should be scrupulously followed at the place of origin.

Closely related are other factors which do have a bearing upon The Arbitrator's task.

The Area Secretary is a person of excellent training and high competence. She is, however, youthful. The



dumping of a sheaf of mimeographed and printed documents in her lap was not adequate to train her for the specific task with Council. Moreover, it is an admitted fact that she never had adequate leadership. It was Council's responsibility to provide these essentials, and certainly the Area Secretary was in no position to choose her supervisors. To the extent that she was ill guided, it was Council's ill guidance.

Virtually all of the activities complained of occurred after August, 1946. But, at no single point, even after the scare broke out over the Survey in August, did this employee receive a correction, instruction or clarification. The essential qualities of candor and frankness were not present with the administration at any stage of this entire matter in its dealings with the staff.

Council has the indisputable right to take steps to avoid the subversion of its policies. Each professional employee has the duty to conform to those policies or get out. She must affirmatively support the entire program. No Area Secretary is free even to slant the policies or to "partisan account" one publication and "good book" its opposing number. So long as a controversial issue or suggested action is undecided by Council she should fully and fairly furnish facts and opinions on both sides. And administratively, as she runs she must touch all the bases.

This Area Secretary has not been charged and is not found to be a Communist. She has sworn to her complete loyalty to the United States and to its democratic principles. She is not shown to have advocated Communism in the United States. The charge here is one of departure from policy of Council in her work for Council.

The Arbitrator has pointed out the places where the Area Secretary erred. Because of the voids and the affirmative errors in administration Council itself must assume a share of the responsibility for error.

This Area Secretary is well recommended by outstanding representatives of Council. She is diligent and capable. These facts are a small part of a large record.

It may well be that in a number of foreign countries the Area Secretary would have been executed. Council has done less. But even it has permanently blighted a career.

It is with the fervent hope for unity—and for unity geared to the progress a great institution is capable of achieving—that The Arbitrator has concluded not to sustain the discharge, not to reinstate *ab initio*, but to reinstate the Area Secretary to her former position, pay and responsibilities as of the date of this award.

—JAMES LAWRENCE FLY,  
Arbitrator

## Toward a Progressive Vocational Service for Social Work

(Continued from page 6)

preparation of recommendations leading to new developments in the Bureau's program. The Board of Directors of the Bureau has taken steps to move toward the achievement of three major goals by July 1, 1948, namely, (1) services which more adequately meet present needs of the social work field, (2) development of a wider constituency, and (3) formulation of a sounder method of financing.

Achievement of these goals is a problem not alone for the Board of Directors of the Bureau but for its membership and for the social workers and social agencies in this country. The problem rests squarely with the profession of social work. The decision as to the future of the Social Work Vocational Bureau must be a decision of the profession based on the kind of service it wants and the kind of service the field of social work is able and willing to pay for.

### EDITOR'S NOTE

The following resolution was introduced by the San Francisco Chapter at the 1946 Delegate Conference of the American Association of Social Workers:

WHEREAS the rapidly expanding social services are employing an increasing number of social workers throughout the United States, and

WHEREAS the United States Employment Service, through the Social Workers Placement Service with offices in San Francisco, California, has successfully demonstrated over a five year period the usefulness and effectiveness of such a service in the eleven western states and the territories of Hawaii and Alaska, and

WHEREAS the American Association of Social Workers has gone on record as favoring a federal employment service;

BE IT RESOLVED, that the American Association of Social Workers actively promote the extension of Social Worker Placement Services in the United States Employment Service, such services to be national in scope and operated on a regional basis, and

BE IT FURTHER RESOLVED that a copy of this resolution be sent to the Board of the Social Work Vocational Bureau urging that organization to assist in the development of such a service.

Since this resolution was adopted, the federal government has relinquished its responsibility for a federal employment service and returned this function to the states. Therefore it does not seem practical in the near future to expect any great advance in public sponsorship of a social workers' placement service.



## NEWS FROM ABROAD

*At about the time the May issue of the Compass on International Social Welfare went to press, the following letter was received from the director of the school of social work in Eindhoven, Holland. It is but one of many indications that the desire of American social workers to bridge national barriers in considering welfare problems is matched by a similar desire abroad. The International Conference of Social Work next April in Atlantic City will afford an opportunity for strengthening the ties among social workers of different lands through personal acquaintance and direct sharing of ideas.*

Mr. J. P. Anderson,  
Executive Secretary of "THE COMPASS",  
New York 10, N. Y.  
Dear Mr. Anderson,

It is for some time now, you have been so kind to send us periodically your "COMPASS". I may say the journal was read here with keen interest, and we were glad to be able to learn how professional affairs are going on in your country. We have to acknowledge you have succeeded in building up a firmer organization of professional social workers and it is notorious your Schools too have more funds at their disposal than up to now happens in Holland. We admire the dynamic spirit shown by your authors, when trying to improve still further professional education and social standing of the social workers. One of my female-colleagues, Miss Kamphuis from the Groningen School of Social Work, who visited your country these days, came back in Holland, writing in the newspapers: U.S.A. far ahead in many respects in the field of training for social work.

Yet, things are improving in Holland in a fast way. We have to recover from German occupation. Not only engines and even whole factories were bombed out or transported to Germany, not only houses were devastated and ships sunk, not only there was lack of food and lack of clothes, but above all, parents were killed and children became orphans by thousand and thousands, adults were transported to Germany and came back underfed and with shocked nerves, disillusioned and desequilibrated. Afterwards tenths of thousands were repatriated from the Dutch East Indies, who had been for years in the cruel concentration camps of the Japs. And all those people have lost home and family, living and money and are asking attention from local and state authorities, from social workers. The problem of Holland to-day is partly an economic problem—we have

to exportate to build up again and yet we have to build up before we are able to exportate on a scale large enough, moreover the relations with the East Indies are no longer what they were before the war—but for the other part it is a question of well-organized social work. No wonder that after the war many new schools were established to provide the highly desired social experts.

Before the war, only schools in Amsterdam and Sittard (in the Limburg coal district) existed. Now there are ten: Amsterdam (3), Sittard, Groningen, Eindhoven (3), Hengelo and Rotterdam. You will think it strange that in Amsterdam and Eindhoven there are three schools in every town, but this is a consequence of different religions: one non-confessional, one Roman-Catholic, one Protestant. In Eindhoven there are two Roman-Catholic institutes, one for men, one for girls, the third one is a non-confessional-school, specially organized to educate social workers for industrial enterprises, a specialisation unknown up to now in your country I guess. As this last school cannot well develop itself in the rather small town of Eindhoven (about 150,000 inhabitants, many of them are employees of the big Philips' Factories), it will be transferred to The Hague—the Residency of H. M. the Queen, the third town of Holland and the town of the coming preparatory conference of social work—in August of this year. I shall have the honour to be its director there too. I hope the School of Social Work in the Hague will meet with the same sympathy, the Eindhoven School ever received from your part.

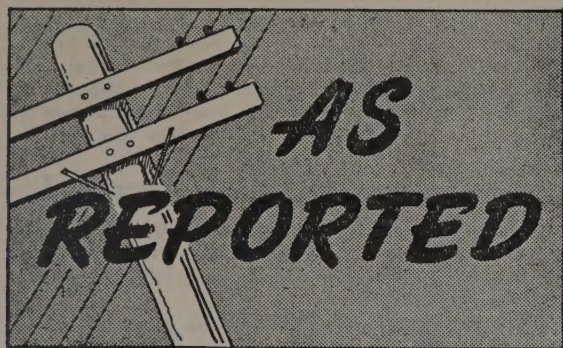
Perhaps it will interest you how this new school will be organized. This is different from the type you know in the U.S.A., and it differs in many respects as well from what is usual in this country. In your country the students are allowed to study "à la carte", with us they have to take a strictly prescribed curriculum for about 1½ year. They study "table d'hôte". The new School now will offer a choice of two curricula: one which lay emphasis on the psycho-paedagogical disciplines, the other pays much more attention to the socio-economic and law faculties. So again a certain specialization is obtained: the first one preparing for child-protection, family welfare, medical and psychiatric casework, etc., the second one for work in factories, in trade unions, labour inspection, and so on. Both studies ask 3½ year, two years in the school, the third year in the field, all students having obtained before the leaving certificate of a five or six years lasting secondary School (Gymnasium).

Reading all this, you will no doubt have too high an impression of our institute. The building is old, the furniture worn-out, the library is rather empty. But, and this is essential, the spirit of staff and students is marvellous: They all are conscious of the enormous duty and the enormous blessing it is, to be a social worker. Characters who love Justice and mankind, young people with scientific knowledge and readiness to help, are here together and I am convinced they will contribute in some way or other to the happiness and well-being of the many, who need their assistance. So we go on in this robbed country, trying to make the best of it. And are, in the meantime,

yours, truly,

L. M. H. Sternfeld  
Opleidingschool voor Maatschappelijke  
Bedrijfsarbeid  
Ten Hagestr. 1  
Eindhoven, Holland





## Washington Office Discontinued

The cooperative arrangement between the national office and the Washington, D. C. Chapter through which services of a professional staff person and a secretary were shared, terminated on July 31, 1947, because of budget limitations.

The plan which was authorized by the National Board at its October 1946 meeting on an experimental basis, enabled the Association to have a Washington consultant on a half time basis and made it possible for the chapter to obtain a half time executive secretary for a similar period.

Mrs. Vivian Sprigg was employed on December 1, 1946 to serve in both capacities. As the Washington consultant on the national staff Mrs. Sprigg assisted with the work of the Association committees on Public Social Policies and International Organization for Social Work, obtained and transmitted to Association members information about legislative and administration developments, and participated in conferences when AASW representation was requested. The high quality of Mrs. Sprigg's work was and is being reflected in the increased effectiveness of the work of the Association's committees which she served and in better service to the membership. If Association finances permit, the services of a Washington staff consultant will be secured in 1948. The work done by Mrs. Sprigg represents an excellent foundation for Association activity of this kind in the future.

## Social Welfare Fellowships Granted by United Nations

One of the UNRRA services taken over by the United Nations last spring was the provision of fellowships for study abroad to persons from war devastated countries. One hundred and twenty-four fellowships have been approved for the year 1947, and 93 fellows have already been appointed. Of the 93, 46 have been designated for study in the United States.

The fellowships are not intended for study in schools or universities. They are intended for persons who are currently holding responsible social welfare positions, and are to be used for intensive observation of agencies, institutions, and organizations within particular fields. Fellows are nominated by individual countries and formally appointed by the United Nations. Countries to which fellowships have been awarded so far are: Albania, Austria, China, Czechoslovakia, Finland, Greece, the Philippines, Poland, Italy, Hungary and Yugoslavia. Countries to which students will go for observation are

the United States, the United Kingdom, Switzerland, Sweden, New Zealand, France, Canada, Belgium and Australia.

A broad definition of the term welfare is followed in granting the fellowships. In effect, any services which a country considers to be in the field of welfare are so recognized by the United Nations. Among the fields of study for which fellowships have been awarded are: the manufacture of prosthetics for vocational rehabilitation, youth welfare, child welfare, social aspects of health, welfare administration, rural social work, public and private relief, employment service, old age and survivors insurance, social statistics, unemployment insurance, maternal and child welfare, training in social work, employment of the handicapped, industrial social work, welfare legislation, juvenile delinquency, social aspects of housing, medical social work, psychiatric social work, family allowances, vocational guidance, institutional management in the welfare field, and welfare services for the tuberculous.

Fourteen fellows are now in the field and 60 additional will be studying by the end of September. As of this writing 4 fellows are in the United States.

## AAPSW Educational Secretary Appointed

The American Association of Psychiatric Social Workers has announced the appointment, as of last July 15, of Miss Madeleine Lay as full time educational secretary. The appointment was made possible through a three year grant from the Commonwealth Fund which will cover the entire budget for the new position during the first year, and which will diminish in the last two years, the association making up the balance.

The grant was obtained and appointment made on the basis of the critical need for expanded educational facilities for training psychiatric social workers. Fifteen schools now are offering curricula which are approved by AAPSW for purposes of membership in the association. As of May 30, 1947, 14 additional schools had applications pending. The volunteer committee which formerly reviewed and passed upon curricula pointed out the need for paid personnel to carry the increased load.

Since money appropriated under the National Mental Health Act may be spent only in schools whose standards are approved by the professional group concerned, this new service of the association will help substantially to break the educational bottleneck in supplying qualified workers for expanded clinical and hospital programs.

## Vacancies on National Board Filled

W. T. McCullough, elected an AASW National Board member last spring, has accepted appointment as Director of Agency Operations in the Philadelphia Community Fund, leaving the nominative district from which he was elected. He was formerly Associate Secretary and Director of Research in the Cleveland Welfare Federation. The National Board at its meeting on September 12 elected Miss Evangeline Sheibley, Executive Director, Family Service of Montgomery County, Dayton, Ohio, to the post vacated by Mr. McCullough.

Major Elwood W. Camp, who accepted the assignment with the War Department of Chief, Psychiatric Social Work Branch, Neuropsychiatry Consultants Division, Surgeon General's Office, has been replaced on the National Board by Miss Esther Twente, Chairman of the Department of Social Work, University of Kansas.



## U. N. Film Released

Beginning with UNITED NATIONS WEEK, Sept. 14-20th, THE PEOPLES' CHARTER, first official film presented by the United Nations Film Board will be available for showing nationwide in 16mm soundfilm through an extensive network of film libraries, according to Thomas J. Brandon, President of Brandon Films Inc. The picture is available for rental and purchase by all groups, companies and individuals, through this firm and numerous regional libraries which are cooperating in the effort to achieve widespread distribution.

THE PEOPLES' CHARTER, a production of the United Nations Department of Public Information, appears on the special list of FILMS ABOUT THE UNITED NATIONS compiled by the Film Council of America, in accordance with the Film Council's decision to stimulate use of audio-visuals materials about the United Nations throughout the country during and after UNITED NATIONS WEEK. The film runs 17 minutes, rents for \$2.50 and sells outright for \$37.50 per copy. For information write Brandon Films, 1600 Broadway, New York City.

## Staff Additions to AASSW

Miss Joan Kain joined the staff of the American Association of Schools of Social Work as Assistant Executive Secretary on September 1. She will carry responsibility for some of the national committees of the association, giving particular attention in the next few months to the program for the annual meeting next January.

Miss Kain has been most recently with UNRRA serving in Germany and Austria and before that was regional representative with the National Travelers Aid Association.

Miss Elizabeth Lloyd, formerly on the faculty of the School of Social Work at Loyola University, is joining the AASSW staff as Consultant on Pre-Professional Education, filling the position formerly held by Miss Mereb Mossman. She will be making a tour of the schools in the southeastern part of the United States this fall.

## New Directors of Schools Appointed

Dr. Emil Sunley, formerly of West Virginia University, has been appointed Director of the School of Social Work at the University of Denver, succeeding Miss Florence Hutsinpillar.

Mr. C. F. McNeil, formerly on the national staff of Community Chests and Councils, Inc., has been appointed as Director of the Graduate Program, School of Social Administration of Ohio State University, succeeding Mr. Charles C. Stillman.

Mr. Mark Hale, formerly on the faculty of Tulane University, has been appointed chairman of the Department of Social Work, University of Missouri.

Mrs. Katherine Handley has been appointed Director of the School of Social Work at the University of Hawaii, succeeding Mrs. Gladys Goettling.

Dr. Matthew Schoenbaum has been appointed Dean of the School of Social Work at Loyola University succeeding Dr. Roman Haremski.

Dr. Howell V. Williams has been appointed Dean of the Kent School of Social Work of the University of Louisville.

## New School Established

The University of California at Los Angeles is opening a school of social work this fall. It will offer one year of graduate training.

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## Resolution of Appreciation to Russell Sage Foundation

*The following resolution was adopted by the National Board of the Association at its meeting on September 11, 1947.*

WHEREAS The American Association of Social Workers has received from the time it was organized substantial financial grants from the Russell Sage Foundation, and

WHEREAS these financial grants have contributed greatly to the development of a strong professional membership association in social work

BE IT RESOLVED that the Board of Directors of the AASW express to the Board of Directors and staff of the Russell Sage Foundation deep appreciation for its interest and financial support and

BE IT FURTHER RESOLVED that this resolution be made a part of the permanent records of the Association and that a copy of it be published in THE COMPASS and that it be sent to the chairman of the Board of Directors of the Russell Sage Foundation.



# AASW Publications

The publications listed below are of special interest to the membership at this time. A complete list of AASW publications may be obtained by writing to the national office.

## Agency Self-Evaluation Kit — Price 40¢

1. An Outline for Agency Self-Evaluation of Personnel Practices Formulated by AASW staff and based on Statement of Personnel Practices in Social Work adopted by 1946 Delegate Conference. Enables an agency to rate itself as to extent to which its personnel practices for professional staff are in accordance with generally accepted standards.
2. Personnel Practices in Social Work  
Statement adopted by 1946 Delegate Conference.
3. Selected References—A Personnel Practices Directory  
Lists publications useful to a local group in rating practices.

## Association Policy Statements — Free

1. Platform on Public Social Services.
2. Principles on International Relief and Rehabilitation.
3. Agency Standards for Employment Conditions.
4. Statement on a National Housing Program.

## Social Work Fellowships and Scholarships — 1947 Edition

The new edition of Fellowships and Scholarships is being published the latter part of October. It contains a complete listing of fellowships and scholarships offered by the accredited schools of social work as well as scholarships offered by agencies.

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### *Order Blank*

Please send me:

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..... copies Association Policy Statements No. 1, 2, 3, 4  
(Please check)

..... copies Social Work Fellowships and Scholarships

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Remittance must accompany order for kit. Send stamps, check or money order, not cash. Orders under \$1.00, please add 5 cents for postage.

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